

PLANNING AND DEVELOPMENT SERVICES REPORT
CONCEPT ZONING MAP AMENDMENT

PUBLIC HEARING
PREZ 2014-0004

DATE: September 12, 2014
MEETING DATE: September 24, 2014
REPORT BY: Tiffany Antol

REQUEST:

A Concept Zoning Map Amendment request from Aspen Heights, to rezone approximately 33.33 acres from Rural Residential (RR) to Medium Density Residential (MR) and approximately 3.60 acres from Rural Residential (RR) to Highway Commercial (HC) located at 2701 S. Woody Mountain Road.

STAFF RECOMMENDATION:

Staff recommends that the Planning and Zoning Commission forward the Zoning Map Amendment to the City Council with a recommendation for approval subject to the conditions as noted in the Recommendation section of this report.

PRESENT LAND USE:

The subject site consists of undeveloped land in the Rural Residential (RR) Zone.

PROPOSED LAND USE:

A multi-family style, student housing development, operated as a Rooming and Boarding Facility consisting of 224 units (714 beds) located within single and duplex cottage structures on 33.33 acres in the Medium Density Residential (MR) Zone. A commercial development consisting of approximately 20,000 square feet of street-level retail, general services and/or mixed-use development space adjacent to Route 66 on 3.60 acres in the Highway Commercial (HC) Zone.

NEIGHBORHOOD DEVELOPMENT:

North: Vacant land owned by the City of Flagstaff in the Rural Residential (RR) Zone; Professional River Outfitters in the General Commercial (CG-10,000) Zone under Coconino County jurisdiction.
East: Woody Mountain Campground & RV Park in the Rural Residential (RR) Zone and the Planned Community (PC) Zone under Coconino County jurisdiction; Presidio in the Pines in the High Density Residential (HR) Zone.
South: Vacant Land in the Rural Residential (RR) Zone.
West: Vacant Land in the Rural Residential (RR) Zone.

REQUIRED FINDINGS:

Staff Review

An application for a Zoning Map Amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include: an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; the ground for the recommendation based on the standards and purposes of the zones set forth in Section 10-40.20 (Establishment of Zones) of the Zoning Code (page 40.20-1); and, whether the Zoning Map Amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

Findings for Reviewing Proposed Amendments

Proposed amendments shall be evaluated based on the following findings: the proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans; the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the “City”) and will add to the public good as described in the General Plan; and, the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

STAFF REVIEW:

Introduction/Background

The Applicant, Aspen Heights, is requesting a Concept Zoning Map Amendment to rezone approximately 33.33 acres from the Rural Residential (RR) zone to the Medium Density Residential (MR) zone and approximately 3.60 acres from the Rural Residential (RR) zone to the Highway Commercial (HC) zone located at 2701 S. Woody Mountain Road. This amendment would allow the development of a multi-family style, student housing development, operated as a Rooming and Boarding Facility, consisting of 224 units (714 beds) located within single and duplex cottage structures on 33.33 acres and a commercial development consisting of approximately 20,000 square feet of street-level retail, general services and/or mixed-use development space adjacent to Route 66 on 3.60 acres. The subject property is currently undeveloped land with groupings of ponderosa pine trees left after the 2006 Woody Fire burned the site. The property gently slopes away from Woody Mountain Road with no significant slope resources.

Land uses north of the subject property, across Route 66 include a mix of land under City and County jurisdiction. The McAllister Ranch property is located directly across Route 66 which is currently owned by the City of Flagstaff but primarily under Coconino County jurisdiction, along with the adjacent commercial property that contains the Professional River Outfitters operation. Land uses to the east of the subject property, across Woody Mountain Road, include the Woody Mountain Campground & RV Park both under the City and County jurisdictions on State Land and the Presidio in the Pines subdivision within the City. The land to the south and west of the subject property is undeveloped property referred to as the Westside 197 property that was recently auctioned. At this time, development plans for the Westside 197 are unknown.

An applicant requesting an amendment to the Zoning map may elect to pursue either a “Direct Ordinance with a Site Plan” or “Authorization to Rezone with a Concept Zoning Plan” per Section 10-20.50.040.D (pg. 20.50-5). The Direct Ordinance with a Site Plan process provides an applicant with a shorter approval process with fewer steps. In this approach the applicant submits fully developed site plans with all supporting information required for Site Plan Review concurrently with the Zoning Map amendment application. Once the Zoning Map amendment is approved by the Council, then the applicant can proceed directly to construction plan and building permit review. The Authorization to Rezone with a Concept Zoning Plan process allows the applicant to prepare a concept zoning plan and pursue site plan application after Council approves the Zoning Map Amendment. A Concept Zoning Plan should consist of a plan with proposed use(s), vicinity maps, context map, concept phasing, housing types if applicable and a proposed circulation map. This particular project initiated review prior to the adoption of the two-pronged Zoning map Amendment process. This application is a Concept Zoning Map Amendment, and the applicant has chosen not to submit for Direct to Ordinance in conjunction with this application. However, this application contains more information than would normally be required for a Concept Zoning Map

Amendment, thus this application is a hybrid of the old process and the new concept zoning plan application.

If the Concept Zoning Map Amendment request is approved, the next steps in the process will be the filing of an application for Site Plan and Conditional Use Permit review followed by Civil Improvement Plan and Building permit submittals. A Development Agreement between the City and Aspen Heights has been drafted, a copy of which is attached to this report, to address required infrastructure improvements and project management. This agreement must be approved by the City Council via a resolution prior to the second reading of the Zoning Map Amendment ordinance.

The current application was filed prior to the adoption of the *Flagstaff Regional Plan 2030 (FRP 2030)* and is therefore being reviewed against the policies of the *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)*. For comparison purposes, policies from both plans are identified and discussed in this report; however, only the analysis of those goals and policies of the *RLUTP* were used to determine staff's recommendation.

Proposed Development Concept Plans

The applicant is requesting a Zoning Map Amendment for a multi-family style, student housing development, operated as a Rooming and Boarding Facility, consisting of 224 units (714 beds) located within single and duplex cottage structures known as "Aspen Heights." A commercial development consisting of approximately 20,000 square feet of street-level retail, general services and/or mixed-use development space adjacent to Route 66 is also included in this request. Concept plans of the development, copies of which are attached to this report, show the residential units lining the exterior boundaries of the property, with internal driveways lined with parking, and recreation facilities centrally located within the development.

General Plan – Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)

The proposed Zoning Map Amendment application was submitted prior to the ratification of the *Flagstaff Regional Plan 2030 (FRP 2030)*. As such, the request must be reviewed for conformance to the goals and policies of the *RLUTP*. The *RLUTP* identifies the subject property as having a land use designation of Mixed-Use. This land use category requires an average density of seven dwelling units per acre. The Mixed-Use category may have an emphasis on either residential or non-residential. The objective of this classification is to mix the two uses to provide districts of housing, shopping, and employment. However, this category does not preclude single use developments. The zoning contemplated by this Zoning Map Amendment request is in conformance with the existing land use designation in the *RLUTP*.

Applicable General Plan Goals and Policies

Staff has identified the following Goals and Policies for more detailed analysis:

Goal LU1 (Land Use and Growth Management)

"Greater Flagstaff will have a compact land use pattern within a well-defined boundary that shapes growth in a manner that preserves the region's natural environment, livability, and sense of community. Flagstaff will continue to offer the primary types of housing design developments that have defined its land use patterns: the conventional and traditional neighborhood scale which provide a choice of housing types and supporting non-residential uses within walking distances." (RLUTP, pg. 2-5)

Policy LU1.5 – Provide for new Mixed-Use Neighborhoods.

"The Regional Plan designates new development areas within the Urban Growth Boundary for development as mixed-use neighborhoods. The criteria for these areas includes average densities, a mix of mutually supportive and integrated residential and non-residential land uses, and a network of interconnected streets, and pedestrian and bicycle

connections.” (RLUTP, pg. 2-9)

Policy LU1.6 – Require Urban Development to Locate within City Boundaries.

“In order to ensure that all urban development can be provided with adequate public facilities and services, it is the policy of this Regional Plan that all urban land uses shall be located within the Urban Growth Boundary, within the city’s corporate boundary limits. The Regional Plan encourages urban land uses to locate only within incorporated areas in order to obtain City services, utilities, and fire protection. The City shall consider the annexation of land into the city limits when the annexation of such property is consistent with the goals and policies of the RLUTP. (RLUTP, pg. 2-10)

Policy LU1.10 – Place Emphasis on all Transportation Modes.

“All commercial and residential areas shall include full accommodation for pedestrians, bicycle travel and transit access.” (RLUTP, pg. 2-13)

Policy LU1.11 – Place Emphasis on and Encourage Traditional Neighborhood Development and Redevelopment Design. (pg 2-13)

“The Regional Plan promotes the creation and establishment of neighborhood units with mixed land uses, a variety of dwelling types, activity centers that are walkable, alternate modes of transportation routes, and design that is sensitive to existing surrounding development.” (RLUTP, pg. 2-13)

Goal C1 (Commercial Development)

“Shopping and service areas will be convenient to residents as well as visitors to the region in a manner that meets their needs, while remaining compatible with surrounding land uses.” (RLUTP, pg. 2-21)

Policy C1.3 – Include a Mix of Uses in new Commercial Development and Redevelopment.

“New development shall include a mix of uses in the city and county, avoiding large, single-use buildings and dominating parking areas.” (RLUTP, pg. 2-22)

Policy C1.5 – Design and Establish Neighborhood Commercial Centers.

“Neighborhood commercial centers in the city are designed as pedestrian-oriented gathering places with a mix of retail, office, and service uses, providing the goods and services necessary to meet the needs of the neighborhood while reflecting the identity and character of the surrounding residential neighborhoods.” (RLUTP, pg. 2-23)

Goal HN1 (Housing and Neighborhoods)

“The supply of affordable home ownership, rental, and special needs housing units affordable to low- and moderate-income households will be increased.” (RLUTP, pg. 2-30)

Goal HN2 (Housing and Neighborhoods)

“New neighborhoods will be built and support will be given to existing neighborhoods that integrate a variety of housing types and densities with amenities, services, and retail to ensure opportunities for a variety of household income levels.” (RLUTP, pg. 2-32)

Policy HN2.1 – Promote Development of Mixed-Use Neighborhoods.

“In appropriate areas, both new and existing neighborhoods should have a mix of land uses and different housing types. The arrangement of land uses within neighborhoods shall allow residents to walk and bicycle to parks, schools, work, shopping, places of worship, transit stops, and other nearby neighborhoods. Neighborhoods should include a pedestrian-oriented neighborhood center – school, park, plaza, commercial area or other neighborhood facility – that gives each neighborhood a unique identity and a place for recreation or public gatherings.” (RLUTP, pg 2-32)

Policy HN2.2 – Establish Interconnected Neighborhood Street and Sidewalk Patterns.

“Neighborhood streets and sidewalks and/or walkways in both new and existing areas should form an interconnected network, including automobile, bicycle, and pedestrian routes within a neighborhood and between neighborhoods, in order to connect neighborhoods together and with other parts of the region. Neighborhoods should have frequently connected networks of walkways and bike paths, including connections to the Flagstaff Urban Trail System (FUTS), where practicable and feasible. In particular, direct walkway and bikeway route to schools, parks, and other community facilities should be provided. Equestrian facilities should be accommodated where appropriate.” (RLUTP, pg. 2-33)

GOAL T3 (Transportation)

“The region’s development pattern will support a diverse range of transportation choices, including transit, walking and bicycling, as well as driving.” (RLUTP, pg. 3-10)

Policy OSPR1.3 – Provide Non-Motorized Transportation Corridors to Connect Communities, Neighborhoods, Open Spaces and Recreational Areas.

“Provide non-motorized transportation corridors between neighborhoods, communities, and between the city and outlying areas and regional and national facilities and sites. Non-motorized access shall be provided from new and redevelopment neighborhoods and should be required from existing neighborhoods to regional open space via easements, trails, an on-street facilities with open space connections between FUTS and USFS trails. Existing neighborhoods are encouraged to improve non-motorized access and connections to regional open space and incorporate open space connections between FUTS and USFS trails.” (RLUTP, pg. 4-3)

Policy NCR1.9 – Protect Dark Skies

“Protection of dark skies and conservation of energy shall be undertaken by minimizing the detrimental effects to the region’s quality of life and astronomical observing conditions.” (RLUTP, pg. 6-5)

Policy CFS1.1 – Determine and Require Adequate Public Facilities and Services.

“The provision of adequate public facilities and services and the phasing of infrastructure improvements shall be important consideration in the timing and location of development.” (RLUTP, pg. 8-2)

Policy CFS1.2 – Development shall pay its Fair Share Toward the Cost of Additional Public Service Needs Created by new Development, While Giving Consideration to the Rational Nexus Provisions to Show Direct Benefit.

“The short- and long-term fiscal effects of land use and new development require the use of various tools, methodologies and programs to determine the cost of development and to ensure development is paying its fair share and that it has a direct relationship to benefits received by the development and burdens imposed on the provider.” (RLUTP, pg. 8-4)

Goal/Policy Analysis

The subject property is located within the City’s defined Urban Growth Boundary and the proposed development includes a mix of housing and commercial uses designed to support the existing neighborhood. The Mixed-Use designation requires an average of seven dwelling units per acre. The proposed multi-family student housing project will meet this requirement after the dedication of right-of-way for Woody Mountain Road, at a total of 7.24 dwelling units per acre. The project has been designed to include civic space which will serve as a neighborhood center for residents as well as provide for recreation activities.

This request is being reviewed concurrently with an annexation to ensure this level of urban development occurs within the City boundaries. The concept plan submitted with this request does not provide the level of connectivity necessary to

integrate fully the new student housing with the proposed on-site future commercial development to the north or potential future development of the Westside 197 property to the west. Connectivity for motorized vehicles, bicycles and pedestrians between the proposed student housing development and the surrounding future uses should be a condition of this approval to be provided at site plan review.

The applicant is proposing a mixed-use development by including a portion of land for future commercial development suitable for supporting existing and future neighborhoods. The proposed development is not utilizing the incentives that have been developed to support the provision of affordable housing. No affordable housing will be provided with the development of this site. The proposed development has had the required impact analysis completed in order to determine required improvements. The existing water infrastructure at this time is sufficient for the proposed development but the Applicant will be responsible for approximately 5500 feet of sewer line upgrade in order to serve this site. The Applicant is also providing a proportional share contribution toward a future signal at the intersection of Route 66 and Woody Mountain Road. Attached to this report is a draft development agreement that outlines both on and off-site improvements required for this development.

Flagstaff Regional Plan 2030 (FRP 2030)

The *FRP 2030* designates this parcel as Future Urban within an Urban Activity Center. The density range required for residential mixed-use is eight dwelling units per acre and a minimum floor area ratio of 1.0 or greater. Furthermore, Route 66 is identified as a Gateway Corridor and as a Great Street up to Woody Mountain Road. The Comprehensive Planning Manager has provided the following interpretation for the place type characteristics and how they are to be applied to development projects; “The table describing the characteristics of urban, suburban and rural place types shows numerous characteristics including densities and intensity ranges but does not state at what scale these should be applied to a parcel-level development project. These tables are intended to be interpreted at a scale that is at a minimum in a neighborhood or activity center. Every item is NOT a standard or guideline unto itself. The tables are meant to be taken as a whole, and used along with an analysis of how the project would or would not move the community toward the goals and policies throughout the document. For projects that are generally compatible with the characteristics in the table but do not fall within the range of density or intensity, the planner will consider the site-specific preservation of natural resources and compatibility of the proposal with the existing and future neighborhood context through an analysis of goals and policies. Specific plans may further refine how density and intensity is considered within an activity or a neighborhood.”

A list of Goals and Policies in relation to this request is attached to this report. One particular policy within the *FRP 2030* specifically addresses student housing and is analyzed below:

Policy NH.1.7 Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale. (FRP 2030, pg. XIII-9)

Although no programs have yet to be developed to encourage student housing to locate in an undetermined preferred area in the City this policy is clear that “design” and “operation” be compatible with existing neighborhoods. The proposed project includes the provision of student housing through a cottage style design. The buildings are comprised of single and duplex units that relate well in terms of scale and intensity to the existing single-family residential neighborhoods in the area. The operation and management of a student housing project is key to the success of integrating this use with other residential and commercial uses in the vicinity. The Applicant has not presented a management/operation plan but has met with local law enforcement to discuss the potential for keeping the students and surrounding neighborhoods safe. The Development Agreement to be considered by Council will address this issue.

Zoning – City of Flagstaff Zoning Code

The City of Flagstaff Zoning Code, which was adopted in November 2011, (the “Zoning Code”) identifies the subject property as being located in the Rural Residential (RR) zone and allows for one dwelling per acre. In order to accomplish the proposed student housing development, a portion of the property is proposed to be rezoned to the Medium Density Residential (MR) zone. In order to comply with the Mixed-Use land use designation, the Applicant is proposing to rezone a smaller portion of the property to the Highway Commercial (HC) zone, which will be developed separately from the student housing project. The student housing development will be operated as a Rooming and Boarding Facility, subject to the issuance of a Conditional Use Permit by the Planning & Zoning Commission (Section 10-40.30.030.B of the Zoning Code, Page 40.30-6); however, this development option is limited to a maximum density of 9 dwelling units/acre and a maximum building height of 35 feet for the MR zone portion of the property and a gross FAR of 3.0 and a maximum building height of 60 feet for the HC zone portion of the property. A comparison of the current and proposed zoning development standards can be found under the “Building Form and Density Standards” subsection of this report.

Building Form and Density Standards

Table 1 below compares development standards for the existing RR zone and the proposed MR and HC zones. The subject property is located with the Resource Protection Overlay (RPO) zone.

Table 1 – Comparison of Development Standards			
Standard	Existing Zone (RR)	Proposed Zone (MR)	Proposed Zone (HC)
Acres	36.93	33.33	3.60
Maximum Building Height (feet)	35	35	60
Maximum Coverage	20%	50%	3.0 FAR
Building Placement Requirements (Min Setbacks):			
Front (feet)	75	10 (second floor and below) 15 (above second floor)	0
Side (feet)	10 (interior) 25 (exterior)	5 (interior) 5 (exterior)	15 (adjacent to residential) 0 (all other uses) 10 (exterior)
Rear (feet)	10	15	15 (adjacent to residential) 0 (all other uses)
Minimum Open Space (%)		15	
Density Requirements:			
Minimum (du/ac)	0	6	
Maximum, Inside RPO (du/ac)	1	9	
Maximum, Outside RPO (du/ac)	1	14	

Open Space and Civic Space

Development within the proposed Medium Density Residential (MR) zone is required to maintain a minimum of 15 percent of the lot area as open space. In accordance with Section 10-40.30.030.C of the Zoning Code (Page 40.30-9), the areas set aside for resource preservation (i.e. floodplains, slopes, and forests), active and passive recreation uses, landscape areas, and community gardens may be used to satisfy the open space standard. Using these parameters, the 30.9-acre student housing

site is required to maintain at least 4.63 acres of open space. Additionally, in accordance with Section 10-30.60.060.B.1.b of the Zoning Code (Page 30.60-11), residential developments with 50 or more dwelling units shall provide a minimum of five (5%) percent of the site in civic spaces that are either privately held and open to the public or publicly owned and set aside as a civic space. Using these parameters, the 30.9 acres student housing site is required to maintain at least 1.54 acres of civic space. The concept plan identifies 3.96 acres of the site as civic space, which is deficient for meeting both the open space and civic space requirements. There is, however, ample room on site to meet the minimum requirements. The majority of the provided open and civic space is clustered around the clubhouse and in the middle of the site, which provides an outdoor amenity with exercise equipment and barbeques. To address the current deficiency in open space and civic space, a condition of approval has been added to ensure that these are adequately addressed during site plan review.

Parking

Table 10-50.80.040.A of the Zoning Code (Page 50.80-6) establishes the minimum number of parking spaces required for development. Parking for the Rooming and Boarding Facility is calculated at a rate of one space per bedroom plus one space for the owner/manager. The proposed student housing development consists of 714 beds. The Applicant is proposing a total of 750 parking spaces for this residential use, which includes five percent (5%) in additional parking spaces provided. The requirement for the commercial development will be dependent on the individual use. A final parking analysis will be done with the review of a more detailed site plan submittal that will ensure that all parking spaces and drive aisles meet the minimum dimension standards.

Design Review

Site Planning Standards

In accordance with Section 10-30.60.030 of the Zoning Code (Page 30.60-2), the Applicant conducted a site analysis, a copy of which is attached to this report, that considers the topography of the site, solar orientation, existing/native vegetation types and relative quality, view corridors, climate, subsurface conditions, drainage swales and stream corridor, and the built environment and land use context. Implementation of the findings of the site analysis will be ensured during the review of a more detailed site plan submittal.

Pedestrian and Bicycle Circulation Systems

On-site pedestrian circulation is provided through an extensive network of walkways. These walkways are designed as on-site connections between several internal functions, including building entrances, parking areas, and open space amenities. In addition, they provide off-site connections to the public sidewalks and Flagstaff Urban Trail System (FUTS) trail, which will be developed in conjunction with this project. Connectivity between the proposed student housing and the adjacent properties is important for making a cohesive neighborhood that will give the students full access to future development in the area. While there is no dedicated on-site bicycle circulation system, bicycles can utilize the on-site pedestrian system to gain access to building entrances, open space amenities, and the adjoining public sidewalks and FUTS trail. In accordance with Section 10-30.60.040.A.3 of the Zoning Code (Page 30.60-7) and Section 10-50.80.050 of the Zoning Code (Page 50.80-11), 38 bicycle parking spaces, are required to be provided on-site.

Parking Lots, Driveways, and Service Areas

Seven hundred fifty (750) surface parking spaces are provided on-site. The majority of these spaces are screened from the public way by the placement of the buildings. The remaining perimeter spaces are setback from the property line and will be screened with landscaping in accordance with Section 10-30.60.050.A.4 of the Zoning Code (Page 30.60-9). Design standards require new development to minimize the number of curb cuts (i.e. driveways) onto a public street. Three new curb cuts are proposed for the student housing project, two of which are located in alignment with existing driveways/roadways or median breaks. Staff will ensure that trash enclosures and loading areas meet City standards for screening, operation, and location during the review of a more detailed site plan submittal.

Compatibility and Architectural Design Standards

“Scale” refers to similar or harmonious proportions, overall height and width, the visual intensity of the development, and the building massing. The proposed development consists of structures similar in scale to single-family residential housing, which is consistent with much of the surrounding development. Preliminary elevations, copies of which are attached to this report, were provided for the residential units as part of this application, but detailed information has not been supplied for the future commercial development. Architectural design standards will be reviewed at the time of site plan approval and staff will confirm that all elevations are consistent with current requirements.

Landscaping

A preliminary landscape plan, a copy of which is attached to this report, was prepared and submitted with this application. The plan has been accepted as meeting the general intent of the parking lot landscaping, public right-of-way landscaping, open space landscaping, and landscape screening standards found within Section 10-50.60 of the Zoning Code (Page 50.60-1). A final landscape plan will be reviewed at the time of a more detailed site plan submittal.

Outdoor Lighting

The subject property is located entirely within Lighting Zone 1, which means that it is in close proximity to the US Naval Observatory. Lighting Zone 1 has the highest level standards in regards to outdoor lighting and allows for a total of 25,000 lumens per acre for multi-family residential and commercial development. Outdoor lighting is divided into three classes. Class 1 lighting includes fixtures where color rendition is required and includes areas of outdoor spaces, building entrances, outdoor seating and recreational areas; Class 2 lighting includes general illumination for safety and security and Class 3 lighting includes all decorative or architectural illumination. All outdoor Class 1 and Class 3 lighting, and outdoor Class 2 lighting located more than 50 feet from any building shall be turned off by 9:00 p.m. in Lighting Zone 1. Staff will work with the applicant and the dark sky community at Site Plan review to ensure that the outdoor lighting for this project is sensitive to both the development and the dark sky community to the maximum extent feasible.

PUBLIC SYSTEMS IMPACT ANALYSIS: See Annexation Report PANX-14-001 for complete Public Impact Analysis discussion.

OTHER REQUIREMENTS:

Natural and Cultural Resources

The subject property is located within the Resource Protection Overlay (RPO) zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). There are no defined floodplain or slope resources on-site. The Natural Resource Protection Plan (NRPP) prepared by the Applicant, a copy of which is attached to this report, identifies 2916 total forest tree points on-site. In accordance with Table 10-50.90.060.A of the Zoning Code (Page 50.90-7), forest resources within a residential development must be protected at a 50 percent threshold. In accordance with Section 10-30.60.060.B.1.c.(1) of the Zoning Code (Page 30.60-11), forest resource protection thresholds can be reduced by five percent (5%) when civic spaces are provided. The NRPP proposes to save 1498 forest tree points, which is 51.37 percent of the total on-site forest tree points. The NRPP is in conformance with the Zoning Code resource protection standards. As is required for undeveloped land, a letter report was prepared at the request of the Historic Preservation Officer. The report did not find conditions that warranted further analysis of the site. A Phase 1 Cultural Resource Study was not required for this location.

Citizen Participation

Public hearings before the Planning and Zoning Commission and the City Council are conducted in conjunction with any request for Zoning Map Amendment. In accordance with Arizona Revised Statute, notice of the public hearing was provided by placing an ad in the Daily Sun, posting a notice on the property, and mailing a notice to all property owners within 300 feet of the subject site. As of this writing, staff has received two email letters, copies of which are attached to this report, wanting to make sure that the planning for the site takes into account the use of Woody Mountain Road by a large number of W.L. Gore employees who commute to the facilities in the area and expressing concern about the increased lighting impacts from higher density development within Lighting Zone I.

The Applicant held a neighborhood meeting on Thursday, March 27, 2014 at 5:30 pm. The Applicant received two phone calls from their meeting notice requesting information about the project. Seven people attended the meeting and had questions in regards to the case. None of the attendees expressed opposition to the Annexation or the Zoning Map Amendment. Staff has not received any other comments in regards to either the annexation or the Zoning Map Amendment.

DISCUSSION:

In accordance with Section 10-40.30.040.A.5 of the Zoning Code (Page 40.30-4), the Medium Density Residential (MR) zone; applies in areas appropriate for moderate density residential; and, allows a variety of housing types, including affordable and planned residential development that allow for higher densities. In accordance with Section 10-40.30.040.A.3 of the Zoning Code (Page 40.30-13), the Highway Commercial (HC) zone applies to areas of the City appropriate for a full range of automobile-oriented uses; encourages the development of commercial uses in addition to residential uses to provide diversity in housing choices; and is designated primarily at the commercial corridors of the City. The proposed residential and commercial zoning at this location is compatible with the *RLUTP* designation of Mixed-Use. The proposed student housing project conforms to the standards of the proposed MR zone and the conceptual commercial development within the HC zone will be limited to uses that function well within a mixed-use neighborhood including services, retail, and office. There is currently a lack of commercial development within the subject area with a growing residential population and an existing employment population.

Staff agrees that the proposed Zoning Map Amendment is consistent with the *RLUTP* and the intent of the Zoning Code, but is concerned about the timing of this request and the lack of existing multi-modal transportation infrastructure within this area. The site is not yet served by transit and is not part of a cohesive bicycle and pedestrian network. Adequate on-site parking is provided for the residents but the issue becomes the parking constraints affiliated with Northern Arizona University. The Applicant has been in communication with Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) to discuss the potential for transit or shuttle service for this project but no formal agreements are currently in place.

RECOMMENDATION:

Staff believes that the proposed Zoning Map amendment is in substantial conformance with the Flagstaff Area Regional Land Use and Transportation Plan and recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation approving an amendment to the Zoning Map for 33.33 acres from the Rural Residential (RR) zone to the Medium Density (MR) zone and for 3.60 acres from the Rural Residential (RR) zone to the Highway Commercial (HC) zone, subject to the following conditions:

1. The subject property shall be developed in substantial conformance to the uses including the density and intensity and general layout approved by the Inter-Division Staff (IDS) on August 25, 2014 and as presented to the Planning

and Zoning Commission with this amendment request except as modified herein.

2. Development of the MR zone shall be limited to the number of units (224) and beds (714) identified in the Zone Change Plan and used for the preparation of all impact analysis.
3. Development of the HC zone shall include 20,000 square feet of general service/retail/office or mixed use development.
4. Per the acceptance of the traffic impact analysis, both vehicular and non-vehicular access shall be provided between the proposed student housing project and the proposed commercial development as well as pedestrian/bicycle connections to the future development of the vacant land to the west.
5. The Developer shall enter into a Development Agreement with the City to, address at a minimum the proportional share contribution of the signalized intersection of Route 66 and Woody Mountain Road, off-site sewer improvement requirements, on-site water/sewer modifications, roadway/edge improvements and a management operation plan.
6. At the time of site plan submittal, the developer shall provide a minimum of fifteen percent (15%) of the lot area as open space and a minimum of five percent (5%) of the lot area as civic space.
7. Outdoor lighting shall be extinguished at the close of business except for security lighting further that 50 feet from the entrance to any building.
8. If the residential development is operated as a rooming and boarding facility, a Conditional Use Permit shall be reviewed and approved by the Planning and Zoning Commission.
9. Site Plan review and approval by staff for the residential and commercial developments is required to assure that all conditions, requirements and terms that are included in the Zoning Map Amendment Ordinance and Development Agreement are accomplished.

ATTACHMENTS

- Zoning Map Amendment Application & Narrative
- Current City of Flagstaff Zoning Map
- Site Analysis
- Flagstaff Regional Plan 2030 Goals & Policies
- Traffic Impact Analysis Acceptance Memo
- Public Hearing Legal Advertisements
- Citizen Participation Plan
- Citizen Comment Email Letters
- Draft Development Agreement
- Concept Plan Packet:
 - Conceptual Site Plan
 - Concept Utility Plan
 - Natural Resource Protection Plan
 - Conceptual Landscape Plan
 - Annexation Map

- Residential Building Elevations Examples